

CITY OF MOUNTAIN VIEW

2002 HOUSING ELEMENT

**Adopted by City Council
December 10, 2002**

TABLE OF CONTENTS

| | | |
|-------------|---|-----------|
| I. | INTRODUCTION..... | 1 |
| | Needs and Inventory | 1 |
| | Goals, Objectives, and Policies..... | 2 |
| | Program and Five-Year Schedule | 2 |
| | Definitions Specific to the Housing Element | 3 |
| | Frequently-Used Acronyms | 3 |
| II. | PUBLIC PARTICIPATION | 4 |
| III. | EVALUATION OF THE PREVIOUS ELEMENT..... | 6 |
| | 1990 Housing Element..... | 6 |
| | Need for Improvement..... | 8 |
| | New Issues | 10 |
| IV. | POPULATION, HOUSEHOLD AND HOUSING CHARACTERISTICS..... | 16 |
| | Summary of Housing Conditions in Mountain View | 16 |
| | Population and Household Growth..... | 17 |
| | Household Tenure and Composition | 17 |
| | Household Size | 17 |
| | Housing Units | 18 |
| V. | ASSESSMENT OF CURRENT AND PROJECTED HOUSING NEEDS..... | 20 |
| | Income Characteristics..... | 20 |
| | Housing Cost..... | 21 |
| | Construction Cost..... | 21 |
| | Ownership Housing Costs..... | 23 |
| | Renter Housing Costs | 23 |
| | Lower Income Households Overpaying for Housing | 24 |
| | Special Needs Housing Analyses and Estimated Number of Households | 26 |
| | Disabled | 27 |
| | Seniors..... | 28 |
| | Large Households | 29 |
| | Farmworkers | 29 |
| | Female-Headed Households | 29 |
| | Homeless..... | 30 |
| | Small Households | 31 |
| | Number of Overcrowded Households | 32 |
| | Number of Units Needing Rehabilitation or Replacement | 32 |

| | |
|---|-----------|
| Analysis of Existing Assisted Housing Projects at Risk..... | 33 |
| Five Year Projected New Construction Needs | 35 |
| Employment Trends..... | 35 |
| Income Trends | 37 |
| Population and Household Trends..... | 37 |
| Share of Region’s Housing Needs | 38 |
| VI. GOVERNMENTAL CONSTRAINTS | 40 |
| Analysis | 40 |
| Residential Zoning..... | 40 |
| Land Use Controls | 45 |
| Shelters and Transitional Housing..... | 47 |
| Housing for the Disabled | 49 |
| Processing and Permit Procedures | 50 |
| Fees and Exactions..... | 52 |
| On/Off-Site Improvements | 54 |
| Codes and Enforcement | 54 |
| Other Governmental Constraints | 55 |
| VII. NON-GOVERNMENTAL CONSTRAINTS | 56 |
| Financing Availability | 56 |
| Development Cost..... | 57 |
| Other Non-Governmental Constraints | 59 |
| Construction Defect Litigation | 59 |
| VIII. PROJECTED HOUSING SUPPLY | 60 |
| Existing Commercial/Industrial Areas (Areas 1, 2 and 6)..... | 62 |
| Existing Residential or Vacant Areas (Areas 3 and 4) | 65 |
| Existing Vacant Land with Public Facility (PF) Zoning (Area 5)..... | 65 |
| Zoning Ordinance Amendment to Allow Higher Densities for Older Apt. Buildings | 66 |
| IX. PRESERVATION OF ASSISTED HOUSING | 71 |
| Subsidized Housing in Mountain View | 71 |
| X. ENERGY EFFICIENCY | 72 |
| Community Design | 72 |
| Building Design | 72 |
| Home-Based Energy Generating Devices | 73 |
| Low-Income Households | 73 |
| Energy-Related Goals, Policies and Implementing Actions..... | 74 |

| | | |
|--------------|--|-----|
| XI. | DESCRIPTION OF PROGRAMS | 75 |
| | Land Use Programs..... | 75 |
| | Programmatic/Subsidy Assistance..... | 78 |
| | Fair Housing..... | 82 |
| XII. | GOALS, POLICIES AND IMPLEMENTING ACTIONS | 84 |
| | Table of Goals, Policies and Implementing Actions | 86 |
| XIII. | QUANTIFIED OBJECTIVES | 102 |
| | Quantified Objectives in the City of Mountain View | 103 |

APPENDIX A

Implementation Status – 1990 Housing Element

APPENDIX B

Background Information on Proposed Housing Sites

APPENDIX C

Background Information on Several Existing Housing Sites

Acknowledgements

Resolutions Adopting the Housing Element

LIST OF TABLES

I. INTRODUCTION

II. PUBLIC PARTICIPATION CHAPTER

III. EVALUATION OF THE PREVIOUS ELEMENT CHAPTER

| | | |
|-----------|--------------------------------------|---|
| Table III | Housing Units by Affordability | 7 |
|-----------|--------------------------------------|---|

IV. POPULATION, HOUSEHOLD AND HOUSING CHARACTERISTICS CHAPTER

| | | |
|------------|--|----|
| Table IV-1 | Percentage Change in Population, 1990-2010 | 17 |
| Table IV-2 | Growth in Number of Households, 1990-2010..... | 17 |
| Table IV-3 | Change in Household Size, 1990-2010..... | 18 |
| Table IV-4 | Housing Estimates by Types, 1990-2000 | 19 |

V. ASSESSMENT OF CURRENT AND PROJECTED HOUSING NEEDS CHAPTER

| | | |
|------------|--|----|
| Table V-1 | 2000 HUD Income Limits | 21 |
| Table V-2 | Projected Mean Income, 1990-2010 | 21 |
| Table V-3 | California Construction Markets..... | 22 |
| Table V-4 | Santa Clara County FMRs Vs. Average Rents in Mountain View | 24 |
| Table V-5 | Household Income Distribution, 1990..... | 25 |
| Table V-6 | Homeless Households on Housing Authority Wait List..... | 31 |
| Table V-7 | Age of Housing Stock in 1990..... | 33 |
| Table V-8 | Affordable Housing Developments | 35 |
| Table V-9 | Jobs per Employed Resident, 1990-2010..... | 36 |
| Table V-10 | Projected New Jobs per Employment Sector..... | 37 |
| Table V-11 | Change in Mean Household Income, 1990-2010 | 37 |
| Table V-12 | Seven and a Half Year Housing Need as Projected by ABAG..... | 39 |
| Table V-13 | HCD-Required Five-Year New Construction Needs Estimate..... | 39 |

VI. GOVERNMENTAL CONSTRAINTS CHAPTER

| | | |
|------------|---|----|
| Table VI-1 | Residential Land Use Classifications..... | 42 |
| Table VI-2 | Building Permit Costs, 2001 | 52 |
| Table VI-2 | Off-Site and Subdivision Costs, 2000..... | 54 |

VII. NON-GOVERNMENTAL CONSTRAINTS CHAPTER

| | | |
|-------------|---|----|
| Table VII-1 | Estimated Development Costs per Unit for Attached Housing in Mountain View | 58 |
|-------------|---|----|

VIII. PROJECTED HOUSING SUPPLY CHAPTER

| | | |
|--------------|---|----|
| Table VIII-1 | Summary of Fair Share Housing..... | 60 |
| Table VIII-2 | Affordable Housing For Moderate-Income Households in 1999 | 61 |
| Table VIII-3 | Projected New Housing Units from Rezoning and Ordinance Changes | 62 |
| Table VIII-4 | Summary of Units to Meet “Fair Share”..... | 67 |
| Table VIII-5 | Housing Sites and Units by Density Ranges..... | 68 |

IX. PRESERVATION OF ASSISTED HOUSING CHAPTER

X. ENERGY EFFICIENCY CHAPTER

XI. DESCRIPTION OF PROGRAMS CHAPTER

XII. GOALS, POLICIES AND IMPLEMENTING ACTIONS CHAPTER

| | | |
|-------------|--|----|
| Table XII-1 | Goals, Policies, and Implementing Actions..... | 86 |
|-------------|--|----|

XIII. QUANTIFIED OBJECTIVES CHAPTER

| | | |
|--------------|--|-----|
| Table XIII-1 | Quantified Objectives, 2001-2006 | 103 |
|--------------|--|-----|

MAPS

| | |
|---------------------|----|
| Housing Sites | 64 |
|---------------------|----|

I. INTRODUCTION

Background

State Housing Element law requires that local jurisdictions outline the housing needs in the community, the barriers or constraints to providing that housing, and actions proposed to address these concerns over a five-year period. As part of identifying the local housing needs, the State of California allocates, through local Councils of Government, each locality's "fair share housing needs" that the jurisdiction is to consider in the development of the Housing Element.

Specifically, the purpose of Housing Element law is:

- To assure that counties and cities recognize their responsibilities in contributing to the attainment of the State housing goal.
- To assure that counties and cities will prepare and implement Housing Elements which, along with federal and State programs, will move toward attainment of the State housing goal.
- To recognize that each locality is best capable of determining what efforts it needs to make to contribute to the attainment of the State housing goal.
- To ensure that each local government cooperates with other local governments in order to address regional housing needs.

To address this intent, the State Government Code states that the Housing Element must include an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. Further, the Housing Element must identify adequate sites for housing, including rental housing, factory-built housing and mobile homes, and make adequate provision for the existing and projected needs of all economic segments of the community.

California Government Code Sections 65580 – 65589.8 contain the detailed requirements for the content of the Housing Element. The full list of the Housing Element requirements has been made available to the public in background reports to the Environmental Planning Commission. The following summarizes the key points that must be covered by the Housing Element.

Needs and Inventory

The jurisdiction must develop an assessment of housing needs. A key part of this assessment is the regional Fair Share Housing Needs Allocation. The Association of Bay Area Governments (ABAG) conducts the allocation process. It uses multiple demand factors (job growth, accessibility, projected housing growth, etc.) and supply factors (available land, economic forces, etc.) to determine each jurisdiction's "fair share" of the regional housing need. An inventory of resources and constraints needed to meet these needs must also be provided.

Goals, Objectives and Policies

The jurisdiction must provide a statement of the community's goals, quantified objectives and policies relative to the maintenance, preservation, improvement and development of housing. The 1992 General Plan uses different terminology (Goals, Policies and Actions). The Introduction to the General Plan explains their relationship to one another and to how they implement the objectives of the General Plan and Housing Element:

"The heart of the General Plan is the set of integrated and internally consistent Goals, Policies and Actions in each chapter. Goals are long range; they state finished conditions – the community's vision of what should be done and where. Policies and Actions are short to intermediate range. Policies state the City's clear commitment on how these Goals will be achieved. Actions carryout the Polices and are specific, such as defining land areas to be rezoned or bicycle lanes to be added. Together, Polices and Actions establish who will carry out the activities needed to meet the Goals as well as how and when the Goals will be met. Policies and Actions guide day-to-day decision-making so there is continuing progress toward the attainment of Goals."

Program and Five-Year Schedule

The law requires jurisdictions to set forth a five-year schedule of actions that they are undertaking or intend to undertake to implement the policies and achieve the goals and objectives of the Housing Element. In order to make adequate provision for the housing needs of all economic segments of the community, the program must do all of the following:

- Identify adequate sites to be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels;
- Assist in the development of adequate housing to meet the needs of low- and moderate-income households;
- Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing;
- Conserve and improve the condition of the existing affordable housing stock;
- Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color, and
- Preserve identified assisted housing developments for lower income households.

Definitions Specific to the Housing Element

Within the Housing Element, there are several terms that have specialized meaning. These terms are defined below.

Very Low, Low, Moderate and Above Moderate-income households. These terms refer to the total income of all members of a household relative to the median income levels within Santa Clara County. The specific income levels (dollar amounts) are set annually by the Department of Housing and Urban Development (HUD) and the California Department of Housing and Community Development (HCD). Generally, these levels correspond to household incomes of no more than 50 percent, no more than 80 percent, no more than 120 percent and above 120 percent of the County median, respectively. (There is also a less commonly-used Extremely low-income category defined as less than 30 percent of median income.) The definitions sometimes vary depending on the housing programs and the Census. In the past, the income range of the Low category has been adjusted to about 65 percent because of the high cost of living in this area. In 2001, it was set at 80 percent. Specific income levels are published by HUD and HCD annually and vary by household size. See Table V-1 on page 21.

Lower Income Households. This is a general term referring to households with incomes less than the median income for Santa Clara County.

Affordable Housing. This is another general term referring to housing that is priced so that the monthly cost of the housing unit does not exceed 30 percent of the median income in Santa Clara County. Subcategories include housing priced to be affordable to households with Very Low or Low incomes.

Frequently Used Acronyms

| | |
|-------|--|
| ABAG: | Association of Bay Area Governments |
| BMR: | Below-Market-Rate (Housing Program or Ordinance) |
| CEQA: | California Environmental Quality Act |
| CDBG: | Community Development Block Grant |
| DOF: | Department of Finance (State) |
| FMR: | Fair Market Rent (HUD) |
| HCD: | Housing and Community Development (State) |
| HOME: | Home Investment Partnership Program |
| HUD: | Housing and Urban Development (federal) |